Aboriginal Affairs and Northern Development

BUSINESS PLAN 2005-08

ACCOUNTABILITY STATEMENT

The business plan for the three years commencing April 1, 2005, was prepared under my direction in accordance with the *Government Accountability Act* and the government's accounting policies. All of the government's policy decisions as of March 21, 2005 with material economic or fiscal implications of which I am aware have been considered in preparing the business plan.

The Ministry's priorities outlined in the business plan were developed in the context of the government's business and fiscal plans. I am committed to achieving the planned results laid out in this business plan.

[Original Signed]

Pearl Calahasen, *Minister of Aboriginal Affairs and Northern Development*
March 24, 2005

THE MINISTRY

The Ministry is comprised of the following:

- the Department of Aboriginal Affairs and Northern Development, which consists of Aboriginal Initiatives, Aboriginal Land and Legal Issues, Strategic Services and Northern Development;
- the Northern Alberta Development Council, a council of Northerners, reporting through an MLA Chair to the Minister; and
- the Metis Settlements Appeal Tribunal, a quasi-judicial body, established by the *Metis Settlements Act*, to resolve disputes pertaining to land, membership and surface rights.

105-04947

VISION

An Alberta that includes the full participation of self-reliant Aboriginal and Northern Albertans in the province's opportunities and prosperity.

MISSION

Through collaboration with other ministries, Aboriginal governments and organizations and other partners, develop and promote strategies and initiatives to enhance Aboriginal well-being and self-reliance, clarify government and Aboriginal roles and responsibilities, and enhance the economic and social development of Northern Alberta.

LINK TO THE GOVERNMENT OF ALBERTA STRATEGIC BUSINESS PLAN

Aboriginal Affairs and Northern Development (AAND) is committed to the Government of Alberta Strategic Business Plan's vision of an Alberta where "*Aboriginal Albertans have achieved a socio-economic status equivalent to that of other Albertans.*" The Ministry contributes to each of the four pillars of the strategic business plan:

- Unleashing Innovation: Promoting Aboriginal and Northern participation in the knowledge economy and fostering knowledge transfer through connection of the Alberta SuperNet in Aboriginal and Northern communities.
- Leading in Learning: Supporting the government's response to Alberta's Commission on Learning and the *First Nations, Métis* and *Inuit Education Policy Framework*; addressing learning needs in Northern, Aboriginal and remote communities by supporting Northern bursary and stay-in-school initiatives.
- Competing in a Global Marketplace: Supporting value-added Aboriginal and Northern agriculture and forestry development, transportation infrastructure, and tourism development.
- Making Alberta the Best Place to Live, Work and Visit: Building on the strength and vitality of Aboriginal and Northern communities, enhance the social and economic participation of Aboriginal and Northern Albertans. In 2005, the Ministry will work with Aboriginal communities to enhance the awareness of the contribution of Aboriginal people to Alberta's past, present and future through Centennial 2005 activities.

The Ministry leads implementation of the cross-ministry priority policy Aboriginal Policy Initiative and the medium-term Northern Development Strategy. AAND supports Government Business Plan Goal 7 – *The well-being and self-reliance of Aboriginal communities and people will be improved*, and works in partnership with other ministries to include Aboriginal and Northern perspectives in the achievement of other Plan goals.

SIGNIFICANT OPPORTUNITIES AND CHALLENGES

1. **Aboriginal well-being and self-reliance.** The Aboriginal population is growing faster and is younger than the non-Aboriginal population. Disparities continue to exist between the social and economic circumstances of Aboriginal people and other Albertans, resulting in higher use of support services. The significant migration of Aboriginal people between their communities of origin and Alberta's towns and cities poses additional challenges to government in providing consistent and effective services to Aboriginal people such as health, education and children's services.
2. **Aboriginal participation in the economy.** Aboriginal communities are seeking greater participation in the growing Alberta economy, particularly in resource development. Increased economic participation would improve socio-economic conditions and increase self-sufficiency. Enhanced Aboriginal inclusion in the economy depends on improving educational attainment, increasing community capacity and establishing with First Nations clear regulatory regimes to govern economic and resource development on-reserve.

3. **First Nations relations.** Although the federal government has primary responsibility for First Nations, particularly on-reserve, there has been a tremendous increase in the number and complexity of issues in areas of provincial jurisdiction. With an increasing number of Alberta ministries involved in First Nations issues, there is an opportunity to enhance relationships with First Nations through a coordinated approach. The proposed establishment of an Alberta Treaty Commission by the federal government may also require a significant level of provincial participation.

4. **Self-government.** The Government of Alberta's *Aboriginal Policy Framework* recognizes in principle the inherent right of self-government and commits Alberta to participate in the development of self-government agreements, if invited to do so by the federal government and First Nations. While the negotiation of self-government agreements offers an opportunity to re-empower First Nations communities and resolve long-standing jurisdictional and service delivery issues, there are potentially significant implications for Alberta. The Ministry is taking the lead in developing an appropriate policy framework and in coordinating provincial participation in self-government discussions.

5. **Metis issues.** A critical issue is the need to work with Metis Settlements to ensure that they are prepared to assume greater self-reliance in 2007. In partnership with the Metis Settlements General Council and the Metis Nation of Alberta Association, explore ways to give practical effect to harvesting and other initiatives concerning acknowledged Metis rights.

6. **Land management and resource development.** Aboriginal organizations, industry and other stakeholders have identified this as a crucial issue. In partnership with First Nations, Metis governments and organizations, enhance mutual relationships and balance interests concerning land management and resource development including harvesting and traditional use. Achieving this will require the implementation of consultation policy and guidelines as well as economic participation strategies.

7. **Clarify Federal, Provincial and Aboriginal roles and responsibilities.** Jurisdictional gaps, uncertainty and unclear roles and responsibilities continue to impact the delivery of services to Aboriginal people, especially across reserve boundaries. The on-reserve/off-reserve distinction is no longer the defining characteristic of Aboriginal–government relations. The ever-changing environment of Federal, Provincial and Aboriginal relations is influenced by demographic change, increasing urban migration, the increased role of First Nations and Metis Settlements in governing their own affairs, and recent federal government initiatives including the development of National Aboriginal Roundtable processes. The Ministry will continue to work with the federal government and Aboriginal people on a variety of issues both on and off reserve, such as housing and Aboriginal participation in the economy.

8. **Advancing Northern development.** Northern Alberta's abundant natural resources are the driving force behind the Alberta economy. Northern Alberta comprises 60 per cent of the province but contains only nine per cent of the province's population. The Ministry will coordinate the development of government-wide strategies that recognize the North's unique needs and opportunities. Priorities include: transportation and infrastructure; sustained, efficient and value-added development of existing economic sectors; innovation to create new opportunities (tourism and knowledge-based businesses); trade and market development; improved access to education, skill development and health services; focused labour recruitment and retention; enhanced community capacity; and Aboriginal inclusion. Pan-Northern transportation, infrastructure and housing challenges must be addressed to realize the full potential of Northern growth corridors benefiting the whole Alberta economy.

STRATEGIC PRIORITIES 2005-08

The Ministry has selected these strategic priorities:

1.	**Aboriginal Policy Framework** **Linkage: Goal 1**	Implement commitments in the *Aboriginal Policy Framework*, by working with all Alberta ministries, the Aboriginal community and other stakeholders, through AAND and cross-ministry activities, including the priority policy Aboriginal Policy Initiative.
2.	**Consultation** **Linkage: Goal 1**	Lead the development and implementation of provincial consultation processes to ensure that Aboriginal interests are recognized in the management of Crown lands and resources.
3.	**Metis Settlements** **Linkage: Goal 2**	In partnership with the Metis Settlements General Council, establish mechanisms to enhance self-reliance in preparation for the end of current funding arrangements in 2007.
4.	**Urban Aboriginal Initiatives** **Linkage: Goal 2**	Work collaboratively with federal, provincial and municipal departments and agencies and local Aboriginal organizations in Edmonton, Calgary and Lethbridge to implement projects to address local urban Aboriginal issues and priorities.
5.	**Northern Development** **Linkage: Goal 3**	Coordinate Alberta policies and strategies to enhance sustained and innovative Northern economic and social development. In partnership with municipal, provincial, territorial, national and international governments, develop complementary pan-Northern strategies.

CORE BUSINESSES, GOALS, STRATEGIES & PERFORMANCE MEASURES

Core Business One: Aboriginal Relations – Encourage increased Aboriginal participation in the social and economic life of Alberta and facilitate the resolution of significant Aboriginal issues

GOAL ONE — Provide a leadership role in assisting government to manage significant Aboriginal issues requiring a coordinated policy or strategic response

What it means

In 2000, the Government of Alberta approved the *Aboriginal Policy Framework*. The Ministry leads implementation of the Framework through the cross ministry Aboriginal Policy Initiative and collaboration with other ministries and partners to identify and address barriers to improved socio-economic circumstances of Aboriginal people. This collaboration has resulted in the development and implementation of the cross-ministry consultation strategy. Other strategic issues are addressed below.

Strategies

1.1 Lead and coordinate the cross-ministry Aboriginal Policy Initiative, as one mechanism for Alberta ministries and other partners to address the commitments under the Government of Alberta's *Aboriginal Policy Framework*.

1.2 Lead and coordinate participation of Alberta ministries in development of First Nations economic development strategies, including strategies to address regulatory barriers to economic development on First Nations reserves.

1.3 Lead and coordinate participation of Alberta ministries in discussions with the federal government and First Nations on self-government.

1.4 Lead and coordinate participation of Alberta ministries with Metis governments and organizations in developing and implementing appropriate arrangements for Metis to exercise harvesting rights while respecting safety and conservation considerations.

1.5 Lead and coordinate participation of Alberta ministries, with First Nations and other partners, to implement the proposed consultation strategy to address land and resource issues.

Performance Measures	Last Actual (2003-04)	Target 2005-06	Target 2006-07	Target 2007-08
1.a % of Alberta ministries addressing Aboriginal issues*	83%	80%	80%	80%
1.b % of targets identified in Aboriginal Policy Initiative achieved**	100%	90%	90%	90%

* The percentage of ministries addressing Aboriginal issues may be affected by changes to the structure of government.
** Achievement of the API targets is affected by the number of Aboriginal initiatives proposed each year.

GOAL TWO

Provide advice and specialized knowledge to assist other ministries, Aboriginal governments, communities and organizations and other interested parties to identify and resolve emerging issues

What it means

AAND enhances provincial relations with Aboriginal people, including ongoing relations with First Nations and Metis Settlements. The Ministry works with other Alberta ministries to ensure that Aboriginal issues are considered in developing and implementing government initiatives. The Ministry also works with Aboriginal communities, Alberta ministries and other stakeholders to proactively identify and resolve issues. In specific areas of responsibility (Metis Settlements legislation, land claims, and specific roles identified in various agreements), AAND works collaboratively with partners to address emerging and ongoing issues.

Strategies

2.1 Work with Alberta ministries, the federal government and First Nations toward timely resolution of land-related negotiations, including treaty land entitlement claims for which Alberta has an obligation under the *Natural Resources Transfer Agreement*.

2.2 In partnership with the Metis Settlements General Council, develop strategies and processes that assist in preparing for greater self-reliance.

2.3 Work with Alberta ministries, federal and municipal governments and Aboriginal organizations in Edmonton, Calgary and Lethbridge to identify and address urban Aboriginal issues.

2.4 Ensure First Nations and Metis interests are considered in developing policies and programs, including initiatives to improve Alberta-First Nations and Alberta-Metis relations.

2.5 Engage Aboriginal and industry advisory committees in providing guidance in setting the Ministry's future direction.

2.6 Advise and assist other ministries to develop policies and strategies to enhance the well-being and self-reliance of Northern and Aboriginal people, families and communities by participating in other cross-ministry initiatives.

2.7 In partnership with Aboriginal organizations, municipalities, industry, other ministries and stakeholders, strategically address capacity building strategies.

2.8 With the federal government, other provinces, territories, national and provincial Aboriginal organizations, work to develop national and western regional strategies to address important Aboriginal and Northern issues.

Performance Measures	Last Actual (year)	Target 2005-06	Target 2006-07	Target 2007-08
2.a Metis Settlements self-generated revenue from industrial taxation, user fees and levies	$3.85 million (2002-03)	$4.09 million	$4.17 million	$4.25 million
2.b Progress on the negotiation and implementation of land related agreements				
Agreement in Principle	0	2	3	1
Final Agreement	8	5	3	4
Full Implementation	8	11	14	17
Total	16 (2004-05)	18	20	22
2.c Number of capacity building initiatives with Aboriginal communities and organizations	4 (2004-05)	6	8	8

Core Business Two: Northern Development – To advance the development of Northern Alberta

GOAL THREE — Provide a strategic leadership and coordination role in identifying and addressing Northern issues

What it means

The Ministry focuses attention and awareness on Northern Alberta's unique opportunities and challenges. With other ministries, Northern and other partners, the Ministry initiates and coordinates the development of policies and strategies to advance sustainable Northern development. Priorities include: transportation, infrastructure networks, economic diversification (via value-added agriculture and forestry strategies, innovative use of technology, tourism), educational attainment, skill development, health services, community capacity and Aboriginal inclusion. The Ministry works with provincial and territorial partners through Memoranda of Understanding and other initiatives to advance northern development.

Strategies

3.1 Engage Northern and Aboriginal communities, businesses, industry and other stakeholders to identify strategic Northern socio-economic priorities, opportunities and challenges leading to the creation of a Northern Development Strategy.

3.2 Partner with other jurisdictions, other ministries, Northern and Aboriginal communities, business, and industry to promote Northern opportunities and address challenges.

3.3 Promote awareness of the significance of Northern development to all Albertans.

3.4 In partnership with Northern communities, business, industry, learning providers and students, support local and regional initiatives to increase Northern skill levels.

Performance Measures	Last Actual (2003-04)	Target 2005-06	Target 2006-07	Target 2007-08
3.a Partner satisfaction with NADC's contribution in advancing Northern interests	8.1 out of 10	8.0	8.0	8.0
3.b Bursary Return Rate	74%	75%	76%	76%

Measure to be developed: Number of stakeholder partnerships, including municipalities and Aboriginal organizations.

EXPENSE BY CORE BUSINESS

(thousands of dollars)

	Comparable 2003-04 Actual	Comparable 2004-05 Budget	Comparable 2004-05 Forecast	2005-06 Estimates	2006-07 Target	2007-08 Target
Aboriginal Relations	33,385	33,555	33,530	37,220	38,740	25,159
Northern Development	1,926	2,104	2,104	2,104	2,104	2,104
MINISTRY EXPENSE	35,311	35,659	35,634	39,324	40,844	27,263

MINISTRY STATEMENT OF OPERATIONS

(thousands of dollars)

	Comparable 2003-04 Actual	Comparable 2004-05 Budget	Comparable 2004-05 Forecast	2005-06 Estimates	2006-07 Target	2007-08 Target
REVENUE						
Other Revenue	60	-	9	-	-	-
MINISTRY REVENUE	60	-	9	-	-	-
EXPENSE						
Program						
Aboriginal Affairs	14,747	17,842	17,817	22,292	23,812	24,317
Metis Settlements Appeal Tribunal	967	942	942	942	942	942
Northern Alberta Development Council	1,926	2,004	2,004	2,004	2,004	2,004
Metis Settlements Governance	5,910	4,871	4,871	4,086	4,086	-
Metis Settlements Legislation	10,000	10,000	10,000	10,000	10,000	-
Land and Legal Settlements	1,750	-	-	-	-	-
Valuation Adjustments and Other Provisions	11	-	-	-	-	-
MINISTRY EXPENSE	35,311	35,659	35,634	39,324	40,844	27,263
Gain (Loss) on Disposal of Capital Assets	-	-	-	-	-	-
NET OPERATING RESULT	(35,251)	(35,659)	(35,625)	(39,324)	(40,844)	(27,263)

CONSOLIDATED NET OPERATING RESULT

(thousands of dollars)

	Comparable 2003-04 Actual	Comparable 2004-05 Budget	Comparable 2004-05 Forecast	2005-06 Estimates	2006-07 Target	2007-08 Target
Ministry Revenue	60	-	9	-	-	-
Inter-ministry consolidation adjustments	-	-	-	-	-	-
Consolidated Revenue	60	-	9	-	-	-
Ministry Program Expense	35,311	35,659	35,634	39,324	40,844	27,263
Inter-ministry consolidation adjustments	-	-	-	-	-	-
Consolidated Program Expense	**35,311**	**35,659**	**35,634**	**39,324**	**40,844**	**27,263**
Gain (Loss) on Disposal of Capital Assets	-	-	-	-	-	-
CONSOLIDATED NET OPERATING RESULT	(35,251)	(35,659)	(35,625)	(39,324)	(40,844)	(27,263)